

Message Text

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PAGE 01 GENEVA 05603 01 OF 02 131908Z

ACTION IO-14

INFO OCT-01 EUR-12 ISO-00 AID-05 CEQ-01 CIAE-00 SOE-02

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FM USMISSION GENEVA

TO SECSTATE WASHDC PRIORITY 8361

INFO AMEMBASSY ANKARA

AMEMBASSY ATHENS

AMEMBASSY BONN

AMEMBASSY BRUSSELS

AMEMBASSY COPENHAGEN

AMEMBASSY DUBLIN

AMEMBASSY THE HAGUE

AMEMBASSY LISBON

AMEMBASSY LONBON

AMEMBASSY LUXEMBOURG

AMEMBASSY MOSCOW

AMEMBASSY OSLO

AMEMBASSY OTTAWA

AMEMBASSY PARIS

AMEMBASSY REYKJAVIK

AMEMBASSY ROME

USMISSION USNATO

C O N F I D E N T I A L SECTION 01 OF 02 GENEVA 05603

BRUSSELS ALSO FOR USEEC

E.O. 11652: GDS

TAGS: CSCE ECE SENV ENRG XH

SUBJECT: ECE 33RD PLENARY: HIGH-LEVEL MEETINGS

1. ENVIRONMENT. AS EXPECTED, THE ENVIRONMENTAL HIGH-
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PAGE 02 GENEVA 05603 01 OF 02 131908Z

LEVEL MEETING (HLM) ISSUE HAS OCCUPIED CENTER STAGE AT
THE 33RD SESSION. IN THE FIRST ROUND VIS-A-VIS THE
EAST, THE WESTERN CAUCUS PREVENTED A SEPARATE AGENDA
ITEM ON THE HLMS, AS SOUGHT BY THE SOVIETS. NEGOTIATIONS
NOW ARE CENTERED WITHIN THE WESTERN CAUCUS, AND GIVEN
WIDE DIFFERENCES OF VIEWS BETWEEN THE POSITION TAKEN BY
EC-9 AND THE VIEWS OF ALL OTHERS, ARE LIKELY TO REMAIN

IN THIS RESTRICTED FORUM WELL INTO THE SECOND WEEK OF THE PLENARY. AS EXPECTED, THE EC-9 CIRCULATED AN ANODYNE DRAFT OMNIBUS RESOLUTION WHICH IS STEP BACKWARD FROM THE STAGE WE HAVE REACHED WITHIN THE ECE AFTER ONE YEAR OF EXTENSIVE DISCUSSIONS ON A POSSIBLE ENVIRONMENTAL MEETING. FINAL PARA THIS MESSAGE CONTAINS PARAS RELATING TO ENVIRONMENT CONFERENCE. UK CONCERNS, SHARED TO A LESSER EXTENT BY OTHER COMMUNITY COUNTRIES SUCH AS FRG AND BELGIUM, ABOUT A PROPOSED NORDIC FRAMEWORK CONVENTION ON TRANSBOUNDARY AIR POLLUTION (TBAP) HAVE LED TO THE CURRENT STATE OF DISARRAY. THE UK HAS SHOWN NO FLEXIBILITY IN NEGOTIATIONS AMONG THE NINE, AND THEIR FLIP-FLIP ON THE ENERGY CONFERENCE (WHICH THEY NOW STRONGLY FAVOR BUT WHICH IS OPPOSED BY THE FRENCH AND OTHERS), COMBINED WITH THEIR INTRANSIGENCE ON THE ENVIRONMENT MEETING, HAS LED TO BITTER DIVISION WITHIN THE COMMUNITY. CLAIMS TO THE CONTRARY NOTWITHSTANDING BY EC MEMBER COUNTRIES, THERE APPEARS TO BE SOME FLEXIBILITY IN THE COMMUNITY'S POSITION IF THE NORDIC PROPOSAL CAN BE SOFTENED OR OTHERWISE MADE MORE ACCEPTABLE TO THE UK.

2. IT IS POSSIBLE THAT THE NINE HAVE REACHED THEIR DECISION PARTIALLY ON A MISUNDERSTANDING OF NORDIC INTENTIONS. USDEL HELD EXTENSIVE CONSULTATIONS WITH THE UK, TAKING NOTE OF THEIR TECHNICAL AND ECONOMIC CONFIDENTIAL

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PAGE 03 GENEVA 05603 01 OF 02 131908Z

CONCERNS WITH A MEETING ON TBAP. IN A FOLLOW-UP MEETING WITH THE NORWEGIANS AND SWEDES, IT SURFACED THAT THE NEW REVISED, NORDIC "FRAMEWORK CONVENTION" DRAFT DOES NOT GO AS FAR AS OTHER WESTERN CAUCUS MEMBERS HAD THOUGHT, AND ADDRESSES ITSELF TO MANY POSSIBLE OUTCDMES OF AN HLM ON ENVIRONMENT (UNDER THE RUBRIC OF A FRAMEWORK CONVENTION) SHORT OF A BINDING CONVENTION INCORPORATING REGULATORY LANGUAGE. NORDICS, DUE PARTLY TO LAST MINUTE AGREEMENT AMONG THEMSELVES, HAVE NOT YET MADE ANY ATTEMPT TO SELL THEIR PROPOSAL TO UK, FRG OR OTHERS IN THE NINE. AT US URGING, THEY HAVE NOW BEGUN EXTENSIVE CONSULTATIONS. WE HAVE ALSO SUGGESTED THAT NORDICS MAY WISH TO DROP ONE OR TWO CONTROVERSIAL POINTS, AND ASK THAT ANY HLM REACH AN "AGREEMENT," RATHER THAN PREPARE FOR A FRAMEWORK CONVENTION.

3. REACTION TO EC-9 DRAFT WHEN IT WAS TABLED IN WESTERN CAUCUS WAS UNIVERSALLY NEGATIVE. MANY DESCRIBED IT AS A STEP BACKWARD, AND COMPLETELY INADEQUATE IN RELATION TO THE NEED FOR EFFECTIVE ACTION IN ECE TO DEAL WITH IMPORTANT ENVIRONMENT PROBLEMS. SOME ALSO DESCRIBED IT AS RENEGING ON THE SPIRIT IF NOT THE LETTER OF LAST

YEAR'S AGREEMENT. VIRTUALLY ALL OTHER MEMBERS ASKED THAT COMMUNITY MEMBERS SEEK NEW INSTRUCTIONS, THE NORDICS IN RATHER HARSH TERMS, AND USDEL POINTED OUT THAT POSSIBLE MEETING ON TBAP SHOULD NOT BE VIEWED AS OF INTEREST ONLY TO THE EAST BUT WOULD BENEFIT WESTERN COUNTRIES AS WELL. IN FOLLOW-UP DISCUSSIONS, SOME COMMUNITY MEMBER STATE REPRESENTATIVES HAVE PRIVATELY EXPRESSED APPRECIATION FOR US ROLE IN URGING THAT NEW INSTRUCTIONS BE SOUGHT, AND FOR BROKERS' FUNCTION WE ARE PLAYING WITH NORDICS.

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PAGE 01 GENEVA 05603 02 OF 02 131855Z
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C O N F I D E N T I A L SECTION 02 OF 02 GENEVA 05603

4. IT WILL BE SEVERAL DAYS AT A MINIMUM BEFORE WESTERN CAUCUS COALESCE ON ENVIRONMENTAL HLM ISSUE. ONCE

AGREEMENT IS REACHED, IT SHOULD NOT BE OVERLY DIFFICULT TO PRESENT WESTERN CONSENSUS TO EAST AS TAKE IT OR LEAVE IT PROPOSITION. THE US HAS HELD FIRM ON ONE TOPIC AGENDA WITHIN WESTERN CAUCUS, AND WILL URGE THAT WEST IN TURN DO SO LATER ON IN DISCUSSIONS WITH EAST, CONFIDENTIAL

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PAGE 02 GENEVA 05603 02 OF 02 131855Z

SINCE POSSIBLE SECOND TOPIC MAY BE ONLY AREA FOR COMPROMISE.

5. THE UK DEL TOLD AMBASSADOR VANDEN HEUVEL THAT THE ECE MINISTERS AT THE APRIL 4 MEETING REJECTED AN OPTION SUBMITTED TO THEM AUTHORIZING ACCEPTANCE OF "A DECISION IN PRINCIPLE" TO HOLD AN HLM ABOUT TBAP. INSTEAD, THE ECE MINISTERS CHOSE AN OPTION WHICH EXCLUDED SUCH A DECISION. THE UK AMBASSADOR CLAIMED THAT EVEN IF THE ECE DELEGATES THOUGHT THAT "A DECISION IN PRINCIPLE" WAS A GOOD WAY OUT, THERE IS NO CHANCE OF GETTING THE NECESSARY AUTHORITY FROM THEIR MINISTERS TO REACH SUCH A DECISION. HE BELIEVES THAT THE MOST THEY CAN AGREE TO IS TO SEEK GUIDED PREPARATORY WORK WITH INSTRUCTIONS TO PROCEED FAR ENOUGH BY NEXT YEAR'S PLENARY SO THAT IT CAN REACH A DECISION REGARDING AN HLM.

6. ENERGY. UK DELEGATES ARE UNDER FIRM INSTRUCTIONS TO SEEK AGREEMENT TO START WORK ON ENERGY MEETING. THEY STAND VIRTUALLY ALONE AT PRESENT, HOWEVER. BRITISH ARE BEGINNING LINK FLEXIBILITY ON ENVIRONMENT WITH FORTHCOMINGNESS ON ENERGY, A POSITION SOME OTHER MEMBERS OF COMMUNITY FIND ESPECIALLY PERPLEXING AND IRRITATING.

7. TEXT OF PARAS ON ENVIRONMENT CONFERENCE IN EC PROPOSAL ARE AS FOLLOWS:

BEGIN TEXT: REQUESTS THE SENIOR ADVISERS TO ECE GOVERNMENTS ON ENVIRONMENTAL PROBLEMS, ON THE BASIS OF THE EXECUTIVE SECRETARY'S REPORT E/ECE/936 AND TAKING INTO CONSIDERATION THE DISCUSSION WHICH TOOK PLACE AT THE THIRTY-THIRD SESSION OF THE COMMISSION, TO UNDERTAKE A DETAILED EXAMINATION OF POSSIBLE AREAS OF ENVIRONMENTAL CONFIDENTIAL

CONFIDENTIAL

PAGE 03 GENEVA 05603 02 OF 02 131855Z

PROTECTION WITH A VIEW TO PREPARING A SELECTION OF TOPICS WHICH WOULD LEND THEMSELVES FOR CONSIDERATION AT A HIGH-LEVEL MEETING WITHIN THE FRAMEWORK OF THE ECE ON THE PROTECTION OF THE ENVIRONMENT, AND TO ADAPT THEIR

PROGRAMME OF WORK ACCORDINGLY;

INVITES THE EXECUTIVE SECRETARY TO SUBMIT A REPORT ON
THE ACTIVITIES AND THE RESULTS THEREOF TO THE 34TH
SESSION OF THE COMMISSION;

AGREES THAT THE COMMISSION WILL CONSIDER AT ITS 34TH
SESSION THE REPORT OF THE EXECUTIVE SECRETARY AND OTHER
RELATED QUESTIONS AS PRESENTED IN DOCUMENT E/ECE/937
WITH A VIEW TO TAKING A DECISION ON THE HOLDING OF SUCH
A HIGH-LEVEL MEETING; END TEXT. VANDEN HEUVEL

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